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ABSTRACT

This report discusses the conceptual framework and the decisions involved in the development of the directions and organizational structure of the Research and Public Service (RAPS) unit at the University of Arkansas, Little Rock (UALR). Fundamental considerations, such as the official authorization for UALR's public service role and questions concerning organizational structure are reviewed. Also, the history of the Industrial Research Extension Center and RAPS is provided, followed by a discussion of the current organization of RAPS, which consists of: the Center for Research and Public Policy, the Center for Arkansas Initiatives, the Center for Business Development, and the Center for Life-Long Education and Professional Development. Organizational options are examined, as well as recommended changes in the RAPS structure that include the development of the Economic Development Institute, the Arkansas Small Business Development Center, the Institute of Government, and developments involving continuing education. Finally, a review is presented of the current and future operational issues regarding public service in relation to faculty, charging for services and products, internal policy and procedure review, determining the agenda of public service units, the responsibility for academic unit/public service unit cooperation, marketing the organization, and space and facilities. Contains a 73-item bibliography. (GLR)

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PUBLIC SERVICE UNITS AT UALR: DIRECTIONS AND ORGANIZATION

Joel E. Anderson
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August 1990

HE 025 069

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INTRODUCTION

In April 1990 this document was distributed as a discussion paper. Now, with a limited number of corrections and revisions, it is being distributed as a final document. The recommendations in it for changing a portion of the organizational structure of the University of Arkansas at Little Rock have been approved at all levels. In May UALR Chancellor James H. Young approved the recommendations, as did University of Arkansas President B. Alan Sugg in June. On June 15 the University of Arkansas Board of Trustees approved the changes. In July, the Director of the Arkansas Department of Higher Education recommended that the Arkansas State Board of Higher Education endorse the changes, and the State Board did so at its quarterly meeting on August 3, 1990. The campus has now begun to implement the recommendations.

*****

The intellectual capital of the United States is found, first and foremost, on the campuses of the 3000 colleges and universities of the nation. As civilization becomes more complex year after year, the knowledge and skills provided by institutions of higher education become more critical. People external to campus (non-students) are demanding greater access to the intellectual resources of institutions of higher education, particularly of public universities.

Outside agriculture and the Cooperative Extension Service, people in higher education have given little systematic thought to the issue of relating university resources to the immediate needs of society beyond the perimeter of the campus. There are issues of appropriateness. (While there may be internal or external advocates, a particular program or activity may not be fitting and proper for a university.) There are issues of effectiveness. (There are preconditions to successful outreach programs. Some approaches might succeed in a university while others might not.) This study joins these significant issues.

This study is not hypothetical. It was occasioned by the need to make concrete decisions in regard to a specific set of public service units of the University of Arkansas at Little Rock. At the same time, it has a strong theoretical flavor. It was deemed important to develop and articulate a conceptual framework for the concrete decisions. Both the framework and those basic decisions are included in this paper.

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Several considerations in combination led to a review of the directions and organizational structure of the Research and Public Service (RAPS) unit of UALR. The promotion of the Associate Provost left a temporary vacancy in the unit's chief administrative position. The organization had had five years of experience in its present configuration. A period "between leaders" can be an opportune time for an organizational review. Further, in response to questions about the most appropriate mission for RAPS and/or some of its sub-units, a number of persons both inside and outside RAPS suggested a review was in order. With these considerations in mind, therefore, I recommended and Chancellor James H. Young approved such a review.

Throughout the calendar year 1989 I met with many people, individually and in groups, both on campus and off-campus. Internally this included a meeting most weeks with the four center directors in RAPS for the conduct of regular business. It also included (1) a series of meetings with groups of RAPS employees as organized by the leaders of the three communication groups; (2) ad hoc group meetings of RAPS employees; (3) meetings with the professional staff of some RAPS units; (4) visits to the six Small Business Development Center field offices in Hot Springs, Magnolia, Pine Bluff, Fort Smith, Harrison, and Jonesboro; (5) individual meetings, sometimes at the initiative of a RAPS employee, sometimes at my initiative; and (6) meetings regarding RAPS with UALR personnel outside RAPS. I also sent a series of three questionnaires to RAPS personnel. I have also had the benefit of information and advice from most of the persons who have served as senior administrators and senior researchers in the Industrial Research Extension Center (IREC) and RAPS, a number of whom are now retired.

Externally, I met with persons in key constituency groups or whose previous experience in IREC/RAPS commended consultation with them. These included one or more persons from the Arkansas Industrial Development Commission, the Arkansas Science and Technology Authority, the Arkansas State Chamber of Commerce, the Arkansas AFL-CIO, the Arkansas Department of Higher Education, Metroplan, the Winthrop Rockefeller Foundation, the University of Arkansas Division of Agriculture, the Cooperative Extension Service, and University of Arkansas System administration. I also visited the State University of New York's Nelson A. Rockefeller Institute of Government in Albany, the University of North Carolina at Charlotte, Western Carolina University, the Institute of Government of the University of North Carolina at Chapel Hill, and the North Carolina Small Business and Technology Development Center at Raleigh.

Information on both institutes of government and small business development programs in other states was solicited and secured. Further, Nancy Gray of the staff of Ottenheimer Library provided valuable help in locating and securing copies of articles, books, and research reports in the generally scarce literature on the subject of public service as a function of universities. The bibliography, prepared by Susan Borne, includes these and other items which I found helpful. Crata Castleberry of the RAPS Library provided copies of IREC annual reports, beginning with the first one in 1956. James E. Nickels helped secure readings on labor education programs. I am also indebted to Brenda Fort for her patience in making what I know seemed an unending series of both small and large revisions in this document.

*****

This study has been most rewarding and enjoyable--indeed, as rewarding and enjoyable as it was unexpected. I am indebted to all the persons who took time, whether in person or in writing, to share their thoughts with me. None of them, however, is responsible for the statements or conclusions offered in this study.

The University of Arkansas at Little Rock already has a commendable record in public service. IREC and RAPS have a proud history of significant accomplishment and service to the people of Arkansas. The goal of this study is to make the good better.

I. FUNDAMENTAL CONSIDERATIONS

A. Official Authorization for UALR's Public Service Role

UALR enjoys authority for a broad public service role. In addition to the statutory origins of IREC (beginning with Act 303 of 1955), the most recent role and scope statements for UALR adopted by the University of Arkansas Board of Trustees and the Arkansas State Board of Higher Education are far-reaching. These two documents were preceded by development on campus of a role and scope statement which also spoke clearly on the matter. This statement was endorsed by the Faculty Senate and the Chancellor of UALR. An excerpt is presented from each document.

1. Faculty Senate and Chancellor

> "The University of Arkansas at Little Rock shares its resources with the larger community through public service. Activities include noncredit educational offerings . . . ; programs for professional advancement; and institutes and centers to focus research and study on such areas as . . . technology, government, management, and urban affairs. The University serves the State of Arkansas in economic development through assistance for business, seminars for managers and workers, and support for entrepreneurial ventures."
> (Campus Role and Scope Statement, September 1988)

2. University of Arkansas Board of Trustees

> "The campus conducts basic research in the interdisciplinary doctoral science area offered through the Graduate Institute of Technology and supports applied research in professionally oriented graduate programs and in connection with the extensive public service mission of the campus."

"UALR shares its resources through numerous public service activities on and off campus. These include noncredit offerings which range from special programs for pre-collegiate students, particularly the gifted and talented, to personal enrichment and professional advancement courses for adults. Through its Research and Public Service unit (RAPS) and the Graduate Institute of Technology, UALR performs a state-wide service role in economic and community development through assistance to business and industry, seminars for managers and workers, and support for entrepreneurial ventures. The campus provides similar research, advice, and assistance to governmental agencies, educational institutions, and other community organizations and groups."

"UALR cooperates with state agencies in advancing international education and economic development, and hosts the Arkansas Public Administration Consortium, which coordinates graduate internships in state government agencies and provides in-service training programs for government employees."
(University of Arkansas Board of Trustees, September 1988)

3. State Board of Higher Education

"UALR shares its resources in numerous public service activities on and off campus. These include non-credit offerings which range from special programs for pre-collegiate students, particularly the gifted and talented, to personal enrichment and professional advancement courses for adults. Through its Research and Public Service unit (RAPS) and the Graduate Institute of Technology, UALR performs a state-wide service role in economic and community development through assistance to business and industry, seminars for managers and workers, and support for entrepreneurial ventures. The institution provides similar research, advice, and assistance to governmental agencies, educational institutions, and other community organizations and groups. UALR also provides leadership in cultural enrichment and makes its own cultural resources available to the community. UALR cooperates with state agencies in advancing international education and economic development, and hosts the Arkansas Public Administration Consortium, which coordinates graduate internships in state government agencies and provides in-service training programs for government employees."

"While teaching is the primary focus for most faculty members at UALR, research is of growing importance. Much of the research is applied research related to the institution's professionally-oriented graduate programs and extensive public service mission although faculty members associated with the Graduate Institute of Technology also have special responsibility for basic research."
(Arkansas State Board of Higher Education, October 1989)

4. University of Arkansas Strategic Plan

In addition, in the strategic plan for the University of Arkansas adopted by the Board of Trustees in June 1989 ("Quality First: A Strategy for the University of Arkansas"), public service was identified as an "area of emphasis" for UALR.

UALR's license for a broad public service role is clear.

B. Two Basic Questions

1. What Should a University Do?

The question is not what should RAPS or the units within it do. The first question which looms over a study such as this is, or ought to be, what should a university do? That is, what is the proper role of a university as one of a number of societal institutions which might conceivably be active in the same area? The question can provide discipline and can help us avoid problems in the public service arena.

- A university employs a large number of capable and versatile people whose talents can be directed to many different purposes. Just because a university can do something, and even do it well, does not mean a university should do it. For example, a university might be able to operate a service station or a hospital successfully. If a service station were as integral part of the vocational education program of a vo-tech campus, or if a hospital were an important adjunct of a medical school, then they could be appropriate. As a general proposition, however, service stations and hospitals are not appropriate university activities despite their obvious importance to society. They are outside the area of endeavor normally regarded as legitimate for a university, particularly a public university.

- Universities are enabling and assisting institutions. Fundamentally their role is to help people help themselves. There is always a temptation, however, for a university to become a direct action agency because a university does employ many people with expertise in many areas of concern.

- Stimulated in part by Progressivism, there was a public service movement in higher education early in this century, which was manifested in direct action programs in a number of cities, e.g., Akron, Cincinnati, Toledo. This movement was reviewed in a study by Lyle Koehler (1978). Over a decade or two such efforts disappeared, apparently because they went beyond the enabling and assisting role--beyond providing knowledge, intellectual skills, and insight to the persons and groups with primary responsibility for dealing directly with social problems.

- In any event, we need to test ourselves and ought to ask in regard to each program of RAPS or any public service program of the University, is this a proper activity for a university?

2. What Should This University Do?

The second question is, what should this university do? That is, what should the University of Arkansas at Little Rock do?

- The answer must take account of what the institution is officially authorized to do, which was presented in the previous section.

- The answer should take account of the enormous advantages of place the institution enjoys--centrally located within the state in terms of geography and also within the population, governmental, business, financial, industrial, health care, cultural, communication, and transportation center of Arkansas. These advantages give us unique opportunities, and opportunities bestow responsibilities.

These larger questions provide the context for deciding what RAPS, or a specific unit within RAPS, should do or not do.

C. Universities and Public Service

Universities and public service--this is a key issue in the analysis.

1. Public Service, The Third Role

In terms of the evolution of universities, public service was the last of the three roles--teaching, research, public service--to become a part of the university's mission. It is the least well understood. It is the least well integrated into the fabric and functioning of the institutions.

Looking at it from a faculty perspective, public service involves the extension or the application of the faculty member's professional expertise to issues or problems beyond the campus.

- It is not simply doing good, being active in a civic club, or teaching Sunday School. It is the biology professor applying the expertise of the biologist. Or it is the history professor utilizing the expertise of an historian.

Why has public service become a part of the triad, a major expectation of universities? For most purposes, it is less than a century old.

- The reason is that a university, particularly (but not exclusively) in its faculty, represents a remarkable collection of knowledge and intellectual talent, essentially unrivalled by other institutions in society.

- Further, the modern public university also represents an expensive investment by the citizens who fund it.

- Society wants more direct, short-term access to that intellectual talent--to the knowledge and problem-solving capabilities of universities. Society does not want just the important but typically slow pay off over a lifetime which is realized through the education of individual students.

2. Incomplete Development

But public service is a problem area for this campus--and for almost all others across the land. Even land-grant institutions have these problems, especially outside the College of Agriculture and Home Economics.

- Universities evolved over many centuries with an inward focus, teaching their students a received body of knowledge, later conducting research to expand that body of knowledge. Public service is outwardly focused. That is awkward for universities. They typically do not even cooperate easily or well with each other, much less with dissimilar organizations and groups.

- Further, the external problems and issues universities are asked to address often lack the decency to fall within the boundaries and the knowledge base of a single discipline. They are multi-disciplinary. The university probably has the relevant expertise, but it is divided up and compartmentalized in rather autonomous and discipline-based academic departments. We are not accustomed to or skilled at putting it together in a coherent multi-disciplinary approach. Institutes and centers can sometimes help overcome these problems.

- Also, universities have not yet done a very satisfactory job of including public service in the faculty reward structure (promotion, tenure, salary) or in developing institutional policies that facilitate it or properly regulate it.

- Moreover, faculty members in their own experiences have seen many models of excellent teachers. They have been trained in their graduate programs to do research. But most have neither seen good models nor been formally prepared for the public service role.

To my knowledge there are no obviously good models, at least balanced and mature models, in which the public service role has been integrated into a university, campus-wide, in a fully satisfactory and stable approach. This is one that we are going to have to work through ourselves. We may very well have to set the trend and become the model.

3. Advantages of Metropolitan Campuses; and Constraints

The metropolitan campuses are sure to be the first to work out the public service role and incorporate it fully, due to a couple of advantages over the land-grant campuses and other major universities.

- First, the complex, dynamic urban environment makes demands for involvement and interaction on virtually all departments on campus; therefore, the whole campus, not just a portion of it (e.g., agriculture), is in a sense being forced to adjust, to accommodate. Indeed, numerous departments at UALR already have ongoing interactions with some part or other of the larger community.

- Second, the post-World War II universities, simply because they are younger and less settled in their ways, are better able to adjust and respond in new ways to contemporary needs and circumstances.

There are important constraints, however. It should be emphasized that a metropolitan university with an extensive public service mission remains a university with traditional roles in teaching and research. These include the responsibility of professors to speak the truth, to the extent they can see it, even when it is disturbing to the establishment of the day. For the long-term good of all of us, professors must be protected in this important role. Further, they must be permitted to seek knowledge for its own sake, knowledge that may not have any apparent practical value.

One manifestation of the complexity of the emerging metropolitan university is that a major part of it represents traditional roles and values while at the same time it also conducts many non-traditional activities in which university personnel provide immediate, practical assistance, often in team projects, within constraints not appropriate to other activities within the University, and in response to requests from governmental and private interests which other colleagues will on occasion take to task.

4. Natural Extension Vs. Grafted-On

The most legitimate and successful public service programs are those which are natural extensions of the instructional and research programs of a campus.

- Indeed, these will likely be regarded as legitimate both on and off-campus because they relate directly to and contribute to university instruction and research. These are typically initiated in response to faculty perceptions of an opportunity to offer service in a way that contributes to their teaching and research or creative activities.

Public service programs sometimes have originated elsewhere and then been attached to a campus.

- Lacking an organic relationship with academic units, such programs may experience considerable instability over time, not being regarded as completely legitimate either on or off campus.

- Such grafted-on programs can in time become integral parts of a university, with everyone better off as a result of the externally-initiated change they represent. The early history of the Cooperative Extension Service (CES) may illustrate this point.

- Wayne D. Rasmussen (1987, 25-26) indicates the the CES was made a part of the land-grant universities before the university instructional programs and research programs in agriculture and home economics were developed. The need of extension agents for a scientifically-developed knowledge base to support their work was in part what caused the development of the agriculture colleges and agricultural experiment stations.

IREC is an example of these grafted-on programs.

- IREC was even more autonomous than most because it was located almost 200 miles from the College of Business Administration and university of which it was made a part.

- This was through its history a source of some instability and vulnerability (although from the organization's point of view there was operational advantage in this autonomy).

- As noted above, IREC was combined with other units to create RAPS in 1983. As a part of UALR it has been less vulnerable politically.

- Its programs, however, have had only limited success in becoming joined with the academic resource base of the campus, which fact limits their potential and deprives them of added legitimacy they could enjoy.

- This situation is not unusual, as indicated by the brief discussion above of the incomplete development of the public service role in higher education. Our challenge is to determine how best to speed the process of mutually-beneficial integration.

One interesting conclusion of this study is that for one program--the Small Business Development Center--there is (analogous to the early Cooperative Extension Service) a field system in place before there is, back on campus, the instructional and research programs one would want to see nurturing and back-stopping it. But these can be developed.

In any event, universities are not accomplished yet at organizing for and carrying out public service. We need to be sure that what we undertake is proper to a university and specifically to UALR. Then we need to develop an organizational approach for public service programs which is consistent with successful operations off-campus while giving benefit to and benefitting from the enormous academic resource base on campus. This is a formula for success, legitimacy, and stability.

D. The Broad Question of Organizational Structure

What structure or organizational arrangement is most effective for public service? This is a key question for an institution with a significant public service role.

- While the importance of organizational structure--as reflected by the organizational chart--is sometimes overrated, such structure does affect relationships, encouraging some, inhibiting others and determining status. Structure helps define mission and will be more or less consistent with it.

- Structure affects efficiency. Although reducing administrative overhead costs has not been a primary goal of this review, it is a worthy secondary one. As a publicly supported university, we carry a great obligation to be both responsive and cost-effective.

- Often when one argues that structure is not important--"You can make any arrangement work. It's the people that count, not the organizational structure."--one is in fact trying to preserve an existing structure believed to offer important benefits.

- The history of IREC/RAPS has been characterized from time to time by uncertainty about its role and its organizational locus. Fundamentally, this is the byproduct of the incomplete development in higher education of the public service function, a matter discussed above. In part it is the byproduct of historical coincidence: Because IREC was established in Little Rock where the University of Arkansas had no comprehensive campus in the 1950's, IREC was launched as a separate, somewhat isolated, semi-autonomous public service unit. It was, however, co-located with the Cooperative Extension Service, which was headquartered in Little Rock.

Despite uncertainty and instability, IREC and RAPS have made important contributions to Arkansas, and the capability to make such contributions must be preserved. Again, the intention of this study has been to make the good better, to enable the University to do its work more effectively. Hopefully the organizational structure recommended as a result of this review will be well-designed and enduring.

E. Two Organizational Approaches

As noted earlier, public service is increasingly demanded of universities (particularly public universities) because they represent very expensive societal investments and are great reservoirs of expertise, especially in the faculty, which is relevant to many problems external to campus. There are two prevalent approaches which universities have used in providing public service.

1. Public Service Through Full-Time Faculty

In one approach a campus provides public service through its regular, full-time faculty.

- In most instances, faculty engage in public service on an ad hoc basis, when requests arise and time and inclination permit. At UALR, when reviewed department by department, one finds that a substantial amount of this kind of public service occurs year after year.

- In rare instances a college or department may assign a faculty member a specific responsibility, with a reduction of responsibilities in other areas, to carry out some public service activity believed important to the programs of the unit.

- Even more rare, some units, such as a college of agriculture, may make public service a major regular responsibility of faculty to which a significant portion of faculty time is assigned.

There are advantages in this approach.

- First, it taps the most singular resource of a university, faculty expertise.
- Further, involvement of faculty in matters within their professional competence off campus feeds back in positive ways to their instructional and research activities on campus.

There are disadvantages in this approach.

- First, as noted earlier in an historical perspective, it is an unaccustomed role for most faculty for which they are not prepared. In their experiences which have made them faculty, they have seen good teachers which they emulate, and they have been trained to be capable researchers. Very few, however, have seen models of or been trained for the public service role.
- But of a more practical nature, responsiveness and timeliness are hard for regular faculty to achieve when assisting persons off campus; primary duties intrude.
- Further, the applied nature of the research often requested is not what most faculty are accustomed to doing; and, traditionally, such research has been of limited value in attaining promotion and tenure.

2. Enhanced Version of First Approach

At some universities there is an enhanced version of the first approach in which an office is established, usually including a director and clerical support, to serve as a broker between faculty on campus and persons off campus in need of assistance.

- UALR's Center for Urban and Governmental Affairs, 1976-1983, was an example.
- Such offices symbolize an institution's commitment to public service, improve communication, and may be able to facilitate some projects.
- They do not, however, eliminate the basic weaknesses of the first approach because faculty remain within their usual academic homes.

3. Separately Organized Public Service Units

In the face of the problems present in the first approach, universities have sometimes turned to a second approach, that of separately organized public service units with full-time professional staff of their own, often duplicating areas of faculty expertise.

The principal advantages of this second approach are the opposites of the weaknesses of the first approach.

- With a full-time staff, human resources are already identified and available.
- Staff members are characterized by an external public service orientation. They are skilled in fast, applied research and proficient in succinct report writing. They find it easier to be responsive and timely.
- Depending on their composition, such units may provide an in-house interdisciplinary team. Team efforts are easier to achieve.
- In short, from a manager's perspective, this second one is a simpler and less complicated approach to the task of responding to external demands on the university.

There are significant disadvantages in the second approach.

- A principal disadvantage is that a separate unit may be seen as peripheral and/or competitive by campus faculty.
- Such units have more difficulty attracting and retaining professional staff with the desired credentials.
- Off-campus, their work may be mistakenly identified with an academic department.
- There is more risk that a small separate staff will go stale.
- They typically, despite claims to be able to do so, are ineffective at mobilizing university resources beyond their own in response to external problems or opportunities and seldom involve students in their work.
- Such units want and benefit from the prestige of being part of a university; but, unconnected to students and faculty, they are vulnerable to the hostile question, why are they a part of the university in the first place?

II. HISTORY OF IREC AND RAPS

The Industrial Research and Extension Center (IREC) of the University of Arkansas was established by Act 303 of the Arkansas General Assembly in March 1955.

The Industrial Research and Extension Center was intended to be a companion to another newly established agency, the Arkansas Industrial Development Commission (AIDC). The AIDC was seen as an action-oriented, promotional agency which would sell Arkansas to industrial and business leaders around the nation.

IREC was to provide research support for AIDC--credible analysis and reliable information, typical of universities, on a broad range of issues important in the state's industrial development program.

Perennial topics of IREC (and later RAPS) research personnel have been basic economic development issues such as the impact of taxes; availability and cost of labor; availability and cost of power, fuel, water, and raw materials; adequacy and cost of transportation; present and potential markets; state and national trends.

While IREC served AIDC first and foremost, it also provided similar research and information services to other governmental agencies, non-profit organizations, and businesses to the extent resources permitted.

With the extension services provided to agriculture by the Cooperative Extension Service in mind, IREC was also given a business extension service mission. During the 1960's and 1970's, the extension side of IREC grew significantly as it successfully sought a number of Federal grants in programs growing out of President Lyndon Johnson's Great Society legislation.

The Labor Education Program (LEP) was established within IREC by legislative appropriation in 1973. The Small Business

Development Center (SBDC), a Federal initiative, was established in IREC in 1979.

IREC was located in Little Rock so that it would be near state officials and agencies.

The head of IREC, initially with the title of Associate Director, reported to the Dean of the College of Business Administration of the University of Arkansas at Fayetteville, who had the title of Director of IREC. Later the directorship was separated from the deanship.

The merger agreement signed in 1967 by the Boards of Trustees of the University of Arkansas and of Little Rock University and effected in 1969 stated that the University of Arkansas Board of Trustees would give consideration to merging IREC, as well as other University of Arkansas units in Little Rock, into the University of Arkansas at Little Rock. In 1981 the University of Arkansas Board of Trustees acted to transfer IREC to UALR, which was accomplished in 1982. At that point in time IREC had for several years been reporting administratively to the President of the University (as a practical matter to a vice president) although a number of its employees continued to hold tenure within the UAF College of Business Administration.

From July 1, 1982, to June 30, 1983, IREC was a part of the UALR College of Business Administration. On July 1, 1983, IREC was removed from the College of Business Administration and combined with three small research and outreach units (the Center for Urban and Governmental Affairs, Local Government Institute, Survey and Marketing Research Unit) with the Division of Continuing Education, and with the Department of Computing Services. This new division, named Research and Public Service (RAPS), was headed by an Associate Provost who reported to the Vice Chancellor and Provost.

The Department of Computing Services was removed to the jurisdiction of the Vice Chancellor for Finance and Administration in 1988. Otherwise, except for some internal adjustments, the RAPS division has continued essentially as established in 1983.

RAPS is a sizable, complex University division, as was its IREC predecessor for several decades. The hard-money budget of RAPS in 1989-90 was approximately $2.6 million; and an additional $1.2 million came from grants and contracts. There are some 70 full-time employees.

III. UNITS IN RAPS TODAY

Today RAPS units are organized into four centers: (1) Center for Research and Public Policy, (2) Center for Arkansas Initiatives, (3) Center for Business Development, and (4) Center for Lifelong Education and Professional Development.

A. Center for Research and Public Policy

The Center for Research and Public Policy is the largest unit in RAPS. It has a budget of $1.1 million and includes some 30 full-time employees. It is comprised of the Division of Business Studies, Division of Regional Economic Analysis, the State Data Center, the Division of Demographic Research, the RAPS Library, and the Division of Governmental Studies. The first five units can trace their roots back into the Industrial Research and Extension Center, whereas the Division of Governmental Studies descended from UALR's Center for Urban and Governmental Affairs. Each of these units has made excellent contributions through the years.

- The Division of Demographic Research provides population estimates and projections and demographic analyses which have represented an area of recognized strength for decades.

- The State Data Center, which receives and disseminates Federal census data on Arkansas, has contributed to this area of strength. The State Data Center has provided advice and technical assistance to state officials in preparation for the national census of 1990. This center will experience a dramatic increase in demand once the census is completed and the new data on Arkansas has been received from the Bureau of the Census. A one-year 10-10 grant from the Arkansas Department of Higher Education has helped the State Data Center acquire additional computer hardware and software in anticipation of the 1990 census.

- The Division of Business Studies has historically been strong in industrial market research. Currently a major activity is a target industry/target firm project supported by 10-10 funding from the Arkansas Department of Higher Education and by the Little Rock Port Authority.

- The Division of Governmental Studies has carried out policy studies for a number of state agencies and also has conducted county reorganization studies for a number of counties across Arkansas.

- In recent years the Division of Business Studies and the Division of Governmental Studies have, on a contract basis, conducted a number of survey research projects. With state-of-the-art computer hardware and software, they can quickly draw a representative sample; and the results of telephone surveys are entered on-line, omitting the traditional pen-and-paper step with its larger incidence of errors. Further, the technology permits a constant audit of interviewer performance and of team progress towards completion of a project.

- The Division of Regional Economic Analysis maintains extensive data bases to track the Arkansas economy and support the state econometric model. State forecasts are provided on annual and quarterly bases. This is another major project supported by 10-10 funding from the Arkansas Department of Higher Education.

  All of these units provide data and information on an ad hoc and short-term basis in response to requests from the AIDC, legislators, state agencies, planning and development districts and a wide variety of not-for-profits and private individuals and organizations.

The personnel of the Center for Research and Public Policy along with other RAPS units are supported by the RAPS Library.

- This library is a specialized one which has developed over a 30-year period and is used on a daily basis by RAPS personnel. It includes materials and resources which are related to the research and technical assistance programs of RAPS staff and has strong holdings in industrial development materials and market and industry data.

B. Center for Arkansas Initiatives

The Center for Arkansas Initiatives, RAPS' smallest center, manages a budget of $290,000, and includes 7 full-time employees. The Center for Arkansas Initiatives has had primary responsibility for coordinating planning and marketing activities and a number of central services for RAPS units. It prepares and publishes a semi-monthly newsletter, Arkansas Initiatives, which capsulizes facts, trends, and events in the Arkansas economy. This center has been responsible for division-wide grant submissions and also has prepared major reports including a recent one on adult illiteracy in Arkansas. The Science Information Liaison Office (SILO), which is housed at the State Capitol and provides assistance to legislators and staff, is a part of this center.

C. The Center for Business Development

The Center for Business Development has a budget of $932,000 and some 20 employees. It has a remarkable record of using volunteer professionals in its training programs. The Center for Business Development is made up of the Little Rock headquarters of the Arkansas Small Business Development Center (SBDC) along with field offices in six other cities and service and training centers on seven university campuses. In addition, this center includes the Entrepreneurial Center in Little Rock, which organizes and provides assistance of a technological nature to small businesses. The Entrepreneurial Center, which has been supported by 10-10 funding from the Arkansas Department of Higher Education, has also been instrumental in starting the Association of Arkansas Entrepreneurs. The SBDC program is given additional attention in the recommendation section.

D. Center for Life-Long Education and Professional Development

The Center for Life-Long Education and Professional Development has a budget of $1.5 million and some 15 employees. This center includes the Non-Credit Program, Off-Campus Credit Program, Arkansas Public Administration Consortium, Arkansas Child Care Resource Center, Great Decisions Program, and the Institute for World Class Competition. In addition, it includes two programs which have had the benefit of 10-10 funding from the Arkansas Department of Higher Education, the Labor Education Program and the Management Education Program. The Center for Life-Long Education and Professional Development--still sometimes referred to as the Division of Continuing Education--more than other units within RAPS works with academic units across campus, particularly in connection with off-campus credit offerings. This center is given more attention in the recommendation section of this paper.

IV. ORGANIZATIONAL OPTIONS

A. Inside or Outside a College?

How do the foregoing considerations sort out in regard to RAPS?

1. A Conclusion: Separately Organized

My conclusion is that the accomplishment of the purposes of IREC and RAPS necessitates being separately organized. That is not in question here. The number and length of research projects, the research infrastructure which must be maintained, the variety and geographical distribution of training and technical assistance programs all require a permanent, full-time staff. Further, the need to be able to respond and provide a service in a short period of time, often impossible for full-time faculty, also argues for a separate, permanent staff.

2. How Separate?

What is in question, however, is how separate should such a unit be? Specifically, should such a unit be part of an academic college or not? With IREC and RAPS there has been experience both ways.

IREC was from the beginning (1955) a separately organized outreach unit of the University of Arkansas with its own name, full-time staff, and budget. It was, however, a part of an academic unit (the UAF College of Business Administration) and the director of IREC reported to the dean until 1979. From 1979 to 1982 the IREC director reported to the President's office and was thus not a part of a college administrative structure. During 1982-83, the director reported to the dean of UALR's College of Business Administration. Since 1983 when RAPS was created, the Associate Provost heading it has reported to UALR's Vice Chancellor and Provost, once again outside a college structure.

Whether in or outside the College of Business Administration, IREC and RAPS have manifested both the advantages and disadvantages of separately organized units noted above.

3. The College Option

We need a good hybrid, an option which combines the advantages of the two approaches while minimizing their respective disadvantages. Placing a separately organized research unit within a college and under a dean can be such a hybrid. Several considerations favor the conclusion that the most promising option is to place such units within a college structure. This is a sensitive issue, so thorough explanation is needed.

There is an underlying premise which ought to be made explicit. It is that outreach programs, including those separately organized, ought to be integrated with the academic core of the university as much as possible--in a relationship of mutual benefit.

- There are benefits in such integration to the staff of the public service program. Such a program can effectively extend the range of expertise which the public service unit can tap to enhance the quality of its products and services. Further, it is the presence of a traditional academic core which brings the prestige of being a university. This prestige enhances the status of the public service unit.

- There are benefits to the academic core--the faculty and students, and the instructional and research programs of which they are a part. A separate outreach unit can provide them avenues for significant public service which otherwise would not be available. In addition, their participation in public service through such units can be enriching experiences which feed back into instructional and research programs in ways which make them better.

If one rejects the premise just stated, one can of course move to and logically defend different positions than those reached in this study. Specifically, one can make a case for separately organized units outside of a college. Yet there are problems with this position.

- First, any separately organized unit is an invitation to duplication of resources, and the farther the organizational distance between units, the less their activities will be coordinated and the more their resources will be duplicative of each other.

- Second, an autonomous (i.e., outside a college) public service unit does not have much intrinsic rationale for being a part of the university. A university affiliation is not essential to its operation or the operation of the university because, one is in effect saying, the nature of its work does not demand access to the unique and significant resources of the university. Rather, it is a convenient affiliation for a state-supported consulting firm not all that different from commercial firms.

- In contrast, if it is deeply enmeshed with the instructional and research programs, both giving and receiving benefit from the relationship, then it will enjoy a rationale, a raison d'etre, which will not be questioned.

If one accepts the underlying premise stated above, then one must ask what organizational arrangement best facilitates integration of the instructional, research, and public service resources and activities? Perhaps the most frequent variant of this question is, what arrangement most effectively gives the public service unit access to the academic resources, specifically the expertise of faculty? The general answer is, the arrangement which puts them organizationally as close together as possible without taking away the outreach unit's capacity to be responsive and prompt in its work with its constituency.

In concrete terms, at least for a university of UALR's size and complexity, the answer is to place the outreach unit under the authority of a dean in the college with the academic discipline or disciplines most closely related to the work of the outreach unit. There are several reasons which lead to this answer.

- The dean of a college at UALR is at a level in the organization which permits the dean to be knowledgeable of faculty expertise which might be needed on a public service project.

- Even more important, the dean enjoys sufficient authority to make it feasible for a faculty member to be involved and to assure proper recognition and the prevention of penalties for such involvement.

- Similarly, the dean has sufficient authority to protect the public service unit from abuse by academic personnel.

- The academic and public service personnel, in such an arrangement, march to the same drummer.

The same observations do not hold if one has a public service unit outside of the college.

- In such an arrangement the two units--the public service unit and the college--both report to and are coordinated by the provost. Their purposes are unified at that level presumably.

- However, the provost is one and two levels (dean and department) removed from the places where decisions are, in reality, mostly made in regard to faculty assignments, rewards, and penalties.

- Span of control, information level, and frequency of interaction are all factors which limit the provost's involvement in such matters.

- The direction and coordination which occur at the campus level seldom involve whether it is desirable and feasible for a person in a college to participate in a project of the public service unit, or vice versa.

- But that kind of involvement, from somewhere, is essential if the public service unit is to be able, as a practical matter, to tap faculty expertise in more than just a nominal sense.

One may very well take the view that it is not important to tap faculty expertise for public service programs, in which case there is no significant argument (except perhaps the duplication argument) for housing a public service unit within a college. For better or for worse, however, people off-campus generally assume that such tapping does occur and is indeed the reason for or advantage of the university base to begin with. But if one does want such tapping to occur, then the case for placing a public service unit within a college is persuasive.

These observations are consistent with our experiences over the last six years. There has been a lack of integration of instructional, research, and public service resources and activities (with particular reference to RAPS). A commonly held view has been that this was the result of lack of money or adverse University policies or personalities or leadership. After having looked at the matter, I believe, to the contrary, that such factors have been of marginal significance. The root problem has been an organizational arrangement not consistent with the goal.

4. A Summary

I can summarize my judgment this way.

- On the one hand, we can retain the status quo, hire a new associate provost, work hard on the relationship between RAPS and the rest of the campus--and nothing much will change. I do not believe a significantly higher level of interaction and integration can be achieved and sustained.

- On the other hand, we can opt for a placement within a college. In this arrangement success will not be automatic; but it would set up a good possibility of success. Much hard work would still be required.

If we take the long view and want to work out the issue of public service in higher education with optimal results--in terms of effectively relating university core resources to public service objectives--I believe this is the most promising approach.

It is not the easiest approach. But the same can be said for many endeavors--whether surgery, building a house, or polishing an automobile. Doing it right may require more time and effort, but in the long run it is worth it. That, I believe, is the kind of choice universities face in regard to public service.

B. Separating Business and Government

One conclusion reached in the course of this study is that those parts of RAPS which focus on public policy and government operations should be separated from those with a business and economic focus. The organizational option recommended in this paper takes this as a premise.

- While the current combination of government and business foci and resources in the Center for Research and Public Policy has facilitated a number of interdisciplinary projects, each area could be stronger if not mingled with the other. On balance, the combination has been mutually disadvantageous.

- If separated, the lion's share of resources would go to the Economic Development Institute proposed below, reflecting the legislative mandate and the accumulation of resources during the IREC period, 1955-1983. That cluster of units and functions would constitute a sizable organization.

- The Division of Governmental Studies, along with some other units, represent a core for a much needed Arkansas Institute of Government. With separate status this cluster would have a much better chance of growing and of developing the resource base it needs and deserves.

C. Option One: Status Quo

The first option is the status quo as depicted in the current organizational chart. If a decision were made to retain the status quo, then a new associate provost would be hired to carry on. This option is attractive for a number of reasons. Achieving organizational change requires time and effort. The status quo would leave people, organizational units, and processes basically undisturbed and undistracted by change. Much has been accomplished during the existence of the current configuration. The first option--status quo--is a low risk approach.

There is a variation on the first option which is possible. Instead of being headed by an associate provost, the entire unit could be headed by a vice chancellor reporting to the Chancellor.

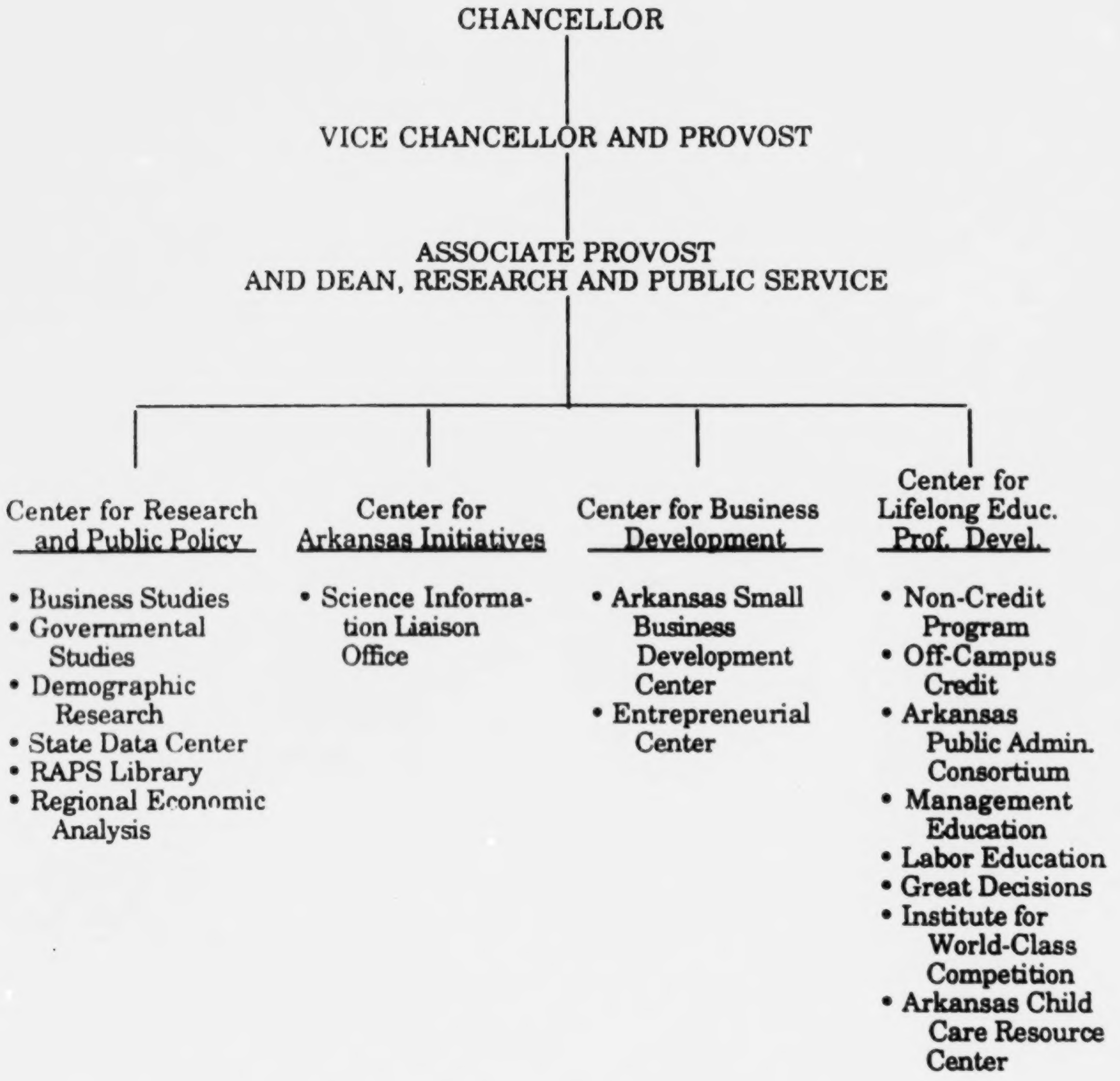
D. Option Two: Revised Structure

The second option would sort RAPS resources differently to establish (1) an Economic Development Institute within the College of Business Administration, (2) an expanded Small Business Development Center program in the College of Business Administration after a two-year interim during which it reports to the Provost, (3) an Institute of Government within the College of Professional and Public Affairs, (4) The Center for Lifelong Education and Professional Development--minus the Labor Education Program, Management Education Program, and Arkansas Public Administration Consortium--would remain intact, reporting to the Provost while a campus-wide task force reviewed issues and options.

This second option is attractive because it represents an updated understanding of the problems and opportunities of public service programs within a university. It also identifies three areas of significant, even exciting, opportunities for service by UALR to the people of Arkansas. In arrangements most appropriate and promising, it organizes resources and processes for the strongest possible University contribution to better government, more effective state economic development strategies, and increased vitality in small businesses. The second option is depicted in an accompanying organizational chart.

There are variations on the second option which would have some or all of these four units report to the Provost or to a Vice Chancellor for Public Service.

PRESENT ORGANIZATION



CHANCELLOR

VICE CHANCELLOR AND PROVOST

ASSOCIATE PROVOST
AND DEAN, RESEARCH AND PUBLIC SERVICE

Center for Research and Public Policy

- Business Studies
- Governmental Studies
- Demographic Research
- State Data Center
- RAPS Library
- Regional Economic Analysis

Center for Arkansas Initiatives

- Science Information Liaison Office

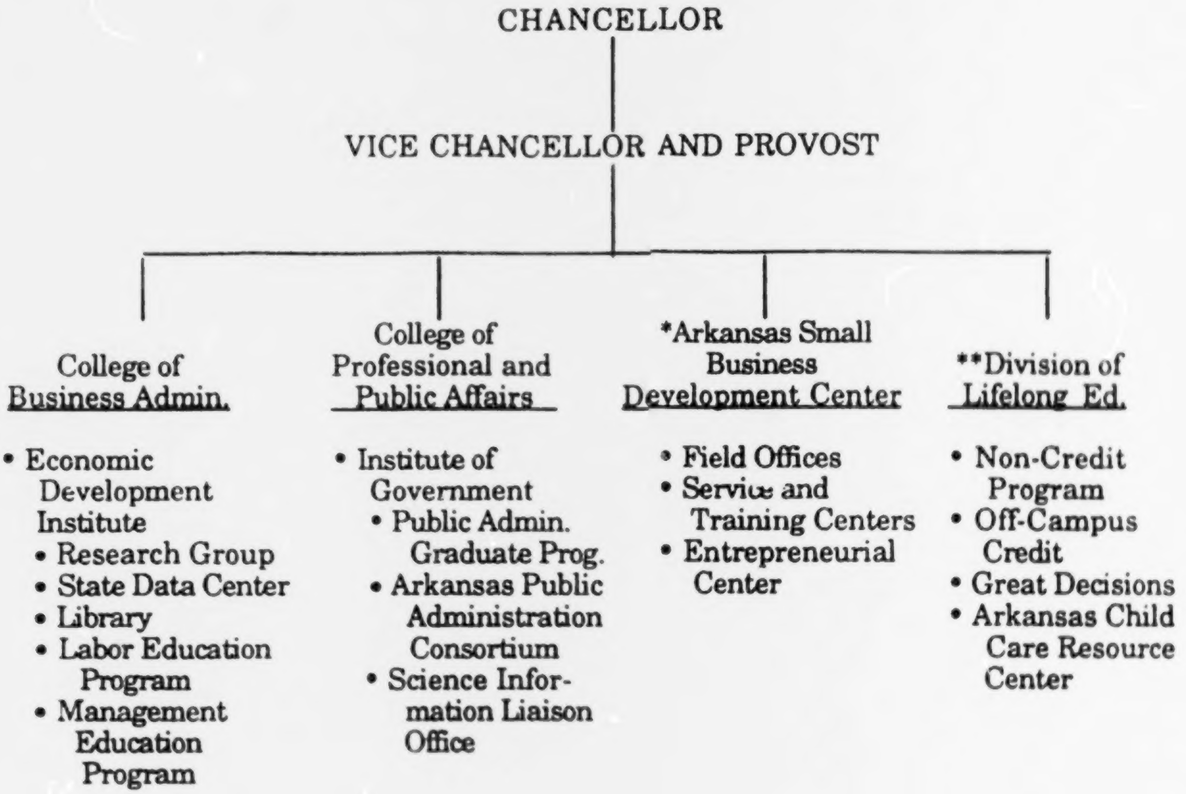
Center for Business Development

- Arkansas Small Business Development Center
- Entrepreneurial Center

Center for Lifelong Educ. Prof. Devel.

- Non-Credit Program
- Off-Campus Credit
- Arkansas Public Admin. Consortium
- Management Education
- Labor Education
- Great Decisions
- Institute for World-Class Competition
- Arkansas Child Care Resource Center

RECOMMENDED ORGANIZATION



CHANCELLOR

VICE CHANCELLOR AND PROVOST

College of Business Admin.

- Economic Development Institute
  - Research Group
  - State Data Center
  - Library
  - Labor Education Program
  - Management Education Program

College of Professional and Public Affairs

- Institute of Government
  - Public Admin. Graduate Prog.
  - Arkansas Public Administration Consortium
  - Science Information Liaison Office

*Arkansas Small Business Development Center

- Field Offices
- Service and Training Centers
- Entrepreneurial Center

**Division of Lifelong Ed.

- Non-Credit Program
- Off-Campus Credit
- Great Decisions
- Arkansas Child Care Resource Center

*After a two year interim, the SBDC would be made a part of the College of Business Administration as a companion to the Economic Development Institute.

** This arrangement for Life-Long Education would prevail during an interim while a campus task force reviewed issues and options in continuing education.

V. ECONOMIC DEVELOPMENT INSTITUTE

A. The Recommendation

The first recommendation for change is that a number of RAPS units be clustered and constituted as the Economic Development Institute. Within the institute there would be a Research Group created by combining four existing RAPS research units. This institute, particularly the Research Group, would be responsible for carrying on the original mandate of IREC, which in recent years has been a responsibility of RAPS. This includes a primary responsibility to provide research needed by the Arkansas Industrial Development Commission (AIDC).

B. Units in the Institute

The organizational sub-units to be included were reflected in the chart shown earlier on page 32. Several would be combined into a Research Group, including the Division of Business Studies, Division of Demographic Research, Regional Economic Analysis, and the Institute for World Class Competition. In addition, the State Data Center and the RAPS Library would be in the Economic Development Institute, as would the Labor Education Program and the Management Education Program.

The Labor Education Program and Management Education Program have an obvious relationship to economic development. However, the State Data Center (SDC) and RAPS Library, one could argue, ought to be a part of none of the three major units proposed in this paper but instead should be on neutral ground outside of and equally available to them. In fact, that will be a formal expectation. The SDC and the Library will remain equally available to all units. With that qualification, the Economic Development Institute seems the most practical place for the two service units to be administratively housed. Moreover, historically they have been part of a similar grouping, and one can expect the Economic Development Institute's Research Group to be the biggest user of these two service units. If it happened that the SDC and Library did not provide appropriate service to the Institute of Government or the Small Business Development Center, both discussed below, then the matter would have to be reconsidered.

C. Fragmentation

The RAPS organizational chart shows 17 sub-units, each with a head, plus four center directors, and an associate provost. There are a number of consequences of such fragmentation.

- In some instances the independence represented by a separate unit has permitted initiative and creativity on the part of those in it.
- The ratio of chiefs to braves, of supervisors to supervised, suggests more administrative overhead than necessary.
- A greater amount of budget flexibility could be achieved if most unit budgets were combined into a single budget or a very limited number of budgets.
- Organizational boundaries are artificial barriers to cooperative efforts. Granted, they are not absolute barriers. Sometimes they are insignificant. Yet they define organizational turf, and any defined organizational unit will work to protect turf and establish its own identity. With less fragmentation, support staff would be more readily shared when one area was over burdened and another was not.
- It would seem that the Research Group, in particular, should not be compartmentalized. Rather, it should be made up of a sizable cadre of senior researchers, joined by a large group of research professionals and clerical staff. In this approach, there would be an assigned leader for each major research project, and the combination of people on the project team would vary from project to project. This would not preclude one person from having a standing responsibility, e.g., for the econometric model.

- Recently I heard the general observation that if you will remove artificial barriers, people will naturally help each other. I believe that observation has some relevance within RAPS.

D. Relationship with the AIDC

As noted earlier, the Industrial Research and Extension Center (IREC) was created as a companion to the Arkansas Industrial Commission (AIDC). The AIDC was to be the lead state agency in economic development, with responsibility for promoting and selling Arkansas to out-of-state industrial prospects. For AIDC to succeed it needed a source of sound and credible research, thus a unit (IREC), which would be part of the University of Arkansas, was created in Little Rock. Supporting AIDC was to be a central responsibility of IREC.

Through the years the AIDC/IREC relationship, and later the AIDC/RAPS relationship, has sometimes been close, sometimes not so close. Every effort should be made to establish and nurture a close working relationship. The assistance the Economic Development Institute can give AIDC can be extremely valuable to the state's economic development efforts. A few observations--some conceptual, some nuts and bolts--about the relationship are in order.

Large organizations, particularly if they are not the same kind of organizations, experience great difficulty in cooperating, in working together, over an extended period of time.

- AIDC and the Economic Development Institute described here are different kinds of organizations.

- Regular interaction between high-level administrators is essential to an effective and mutually satisfactory relationship over time. Commendable efforts have been made in recent years to promote RAPS/AIDC cooperation by sharing lower-echelon personnel, but this approach has not been effective.

- Top-level executives must be willing not only to spend time on the relationship but must also become involved in solving problems and removing barriers at levels of the organization which, if only an internal matter, would be left to middle or front-line managers.

University personnel need to be sensitive to the following:

- AIDC is a high profile agency and operates in a maelstrom of cross pressures. It is the lead state agency in economic development and has a legitimate political need to be perceived as such.
- On occasion AIDC personnel will not know what information or research they want or need. This can offend a trained researcher. However, this is not a unique problem. Private consultants often deal with clients who do not know exactly what they want or need. The burden of responsibility is on the researcher to understand what is actually needed.
- University personnel do not make industrial prospect calls. If invited they could on occasion accompany AIDC personnel.
- Turnaround time will frequently be a matter of importance to AIDC. Constant efforts must be made to achieve an organizational capability to respond quickly.
- As a general proposition, fees for services and charges for publications should not characterize the relationship.

AIDC personnel need to be sensitive to the following:

- If a response "in a hurry" is necessary, the short time frame will sometimes affect the quality of the product provided by the Research Group.
- The canons of university research require accurate and honest reporting on the part of researchers even when the results do not square with preconceptions. (It is of course the reputation for such integrity which makes university-based research so highly regarded.)

E. Clarifying the Research Agenda

A closer relationship with AIDC can help what has sometimes been a troubling problem for IREC and RAPS, i.e., what is the proper research agenda for the organization? The proposal here is that the needs of AIDC along with those of our SBDC field offices (with the latter source seen as a limited one) would constitute the research priorities of the Research Group. The needs of other public entities, non-profits, and private firms would be addressed as resources permitted.

- In general, the role of the Research Group would be to manage data, provide information and analyses, and conduct research.

- University personnel are already providing regular publications and studies important to the work of AIDC, and these of course would continue. Some are general, of a reference nature, while others address very specific issues. Some are issued periodically. Examples follow:

  Arkansas State and County Economic Data
  Average Hourly Earnings in Arkansas
  Industrial Incentives: Arkansas and Neighboring States
  Arkansas Gross State Product
  Arkansas Personal Income Handbook
  A Changing Arkansas: County-Level Population Estimates and Projections
  Arkansas Statistical Abstract
  "Arkansas Economic Outlook"
  "Quick Reference Data Summaries: Arkansas by County"
  Costs to Arkansas Retailers of Sales and Use Tax Compliance
  "A Preliminary Analysis of the Live Christmas Tree Market"
  "The Market for Custom-Built Stairs in Northwest Arkansas"
  "The Mini-Storage Facility Market"
  "Economic Profile of Baxter Country"

- AIDC and University personnel would in any case need to identify, sort, and select among specific AIDC research needs. The agenda will include a mix of (1) regular recurring studies and publications, (2) a long-term program of research to help guide economic development policy, (3) unpredictable short-term projects, and (4) specific information requests. Beyond these, (5) there will be existing data bases which should be maintained and others to be created and managed. The agenda will need regular review and coordination.

- On earlier occasions AIDC and University personnel have given these questions attention, and their work provides a good foundation for such discussions now.

The work of the Arkansas Small Business Development Center is very complementary to that of the AIDC, which has traditionally found it difficult to serve small businesses. The relationship envisioned here between AIDC and the University will facilitate coordination of AIDC and SBDC efforts as well.

The complementary relationship between the AIDC and a university research group made sense in the 1950's when both were created, and it still does today. It ought to be strengthened as outlined above. This will be consistent with the legislative mandate which came with IREC and will clarify the mission and define the agenda of the Economic Development Institute.

F. Directorship

The Economic Development Institute should be headed by a director reporting to the dean of the College of Business Administration. The director's office would oversee a number of central services such as telephones, reception services, office supplies, reprographics, editing, publications, and support staff.

The director of such an institute needs to be a hands-on leader. The director cannot be the project leader for every research project but should be thoroughly knowledgeable about them and capable of asking questions about them. The director needs to be a team leader who can draw out the best contribution from everyone. The director should not only lead and direct the overall work of the organization but should also cut red tape and free people of other responsibilities, when necessary, so they can complete institute projects on time.

The director should have a strong and positive predisposition toward both public service and academic departments. Preferably, the director would hold a terminal degree and have had relevant practical experience in research and economic development.

G. Comments to the College of Business Administration

Most of the present and former senior administrators and researchers of IREC feel that being a part of the College of Business Administration of UAF was advantageous to IREC and that being a part of such a college today would be advantageous. A number of current employees of RAPS who were a part of IREC in 1982-1983 feel that being a part of the UALR College of Business Administration was not advantageous. If the Economic Development Institute is created within the College of Business Administration as recommended, the following comments can help assure a positive and constructive relationship.

- A separately organized public service unit does offer significant opportunities to the faculty and students of the college. However, such a unit has a mission of its own to carry out which is separate from the usual teaching and research activities of most academic departments. A public service unit's work has an external orientation. The work of academic departments typically has an internal orientation.

- The personnel of a public service unit will not be a replica of an academic department. While senior researchers will usually possess the doctorate, there are administrative and other research roles and a variety of support positions for which the doctorate is not an expectation, and properly so.

- In good times, such a unit should not be seen as a source of funds or personnel to support faculty teaching or research interests.

- In bad times, such a unit should not be expected to take a disproportionate share of budget reductions.

- Because of its mission and the size of its staff, the Economic Development Institute would need to have the benefit of the policies on lapsed salaries and grant dollars which are applicable to colleges and schools.

- To repeat a statement which appears elsewhere, separately organized public service units should not be seen as vehicles for providing faculty with summer opportunities for their own research. Such units have their own responsibilities, which must be primary. Their schedules are not always predictable and their projects do not coincide neatly with the academic calendar.

VI. ARKANSAS SMALL BUSINESS DEVELOPMENT CENTER

Small business is extraordinarily important to the economic vitality of the United States. A presidential report to Congress, The State of Small Business (1989), noted that "small business has been the major contributor generating the nearly 18 million new jobs added to our economy since 1982." In 1988, according to data from the Internal Revenue Service, out of 19 million non-farm, business tax returns, fewer than 7,000 employed 500 people or more, the Federal definition of a large business.

In Arkansas, 99.8 percent of businesses employ fewer than 500 people; 98.1 percent employ 99 or fewer; and 89.1 percent employ 20 or fewer. Thus employment in Arkansas is overwhelmingly in small businesses.

Clearly efforts which assist in the initiation and expansion of small businesses can serve a broad public purpose. This is a matter of much interest today. A very recent indicator is that on March 26, 1990, the Arkansas Gazette began a new weekly feature, "Small Business," a syndicated column for entrepreneurs by Jane Applegate of the Los Angeles Times.

Yet small business is an acknowledged high risk/high failure arena. Former Congressman Jim Guy Tucker, quoted in the Arkansas Gazette (March 27, 1990) in a piece on his and his wife's successful cable television business, remarked: "We've had every aggravation that any small business in the country has ever experienced. It's a miracle that any small-business owner survives the mistakes they make." Many do not.

A Recommendation

A second recommendation is that the Arkansas Small Business Development Center (SBDC)--including the Little Rock office, the field offices, and the research and training centers--remain intact and be strengthened and expanded over time. As conceived here, the SBDC would be a companion unit to the proposed Economic Development Institute, and the SBDC director, after a two-year interim of reporting to the Provost, would report to the Dean of the College of Business Administration. The interim seems desirable because it would reduce the range of issues and the amount of change the College and the Economic Development Institute would otherwise have to address during the initial period of adjustment. Further, UALR should consider the feasibility of initiating an academic department focused on entrepreneurship and small business.

B. The Arkansas SBDC and Its Services

Our Arkansas Small Business Development Center, begun in 1979, is a state-wide business assistance program administered through a cooperative agreement between UALR and the U.S. Small Business Administration (SBA). In many respects it represents a continuation of small business assistance activities begun by IREC in the 1960's.

The SBDC undergoes self-study and review processes similar to those with which faculty are familiar in connection with program accreditation. There is a periodic, Federally-mandated Program Evaluation and On-site Review by the U.S. Small Business Administration. In addition, the Arkansas SBDC is one of 18 in the country which have been certified by the National Association of SBDC's.

There is a central SBDC office in Little Rock and field offices in Magnolia, Hot Springs, Pine Bluff, Jonesboro, Harrison, and Fort Smith. Each field office includes one professional staff position, except Fort Smith where there are two. Field representatives from Fort Smith and Harrison also serve a satellite office in Fayetteville.

Personnel total 18 in these seven locations. The budget totals $932,000, of which approximately one-half comes from the SBA. In addition, the SBDC has subcontracts for service and training centers at six other college and university campuses in Beebe, Searcy, Arkadelphia, Conway, Jonesboro, and Fayetteville.

The forte of the Arkansas SBDC is its role in assisting persons in identifying potential sources of financing and developing appropriate strategies for securing it, a central challenge for small businesses and entrepreneurs. In 1989, for example, businesses assisted by our SBDC staff acquired more than $13 million in capital.

This is a unique niche. Clients are typically individuals that others will not help. Private firms, including a nationally prominent one, have tried and have not been able to provide such services on a for-profit basis. In some respects the role of the SBDC is analogous to the Legal Aid Bureau.

No one else matches SBDC professionals in their breadth of knowledge of the financing programs, both public and private, available to small businesses. As disinterested parties, they can help someone wanting to start or expand a small business identify the best source for that particular enterprise. When this involves someone who would never seek or could not afford a professional consultant's assistance, as it often does, the SBDC is indeed a service that makes a difference to the entrepreneur and to the economic development of the larger community.

Beyond assistance in regard to financing, the SBDC provides long-term management and technical assistance to new and expanding businesses. It also provides a program of seminars and workshops, at nominal cost to participants, on business start-up and small business management issues.

Most entrepreneurs go through a cycle of failed businesses before finally succeeding. SBDC assistance can shorten the cycle, or can reduce the number of failures, before success is achieved.

The outlook for continued Federal funding through the SBA appears good. However, increased state funding might be achieved inasmuch as the Governor and other state officials have repeatedly stated that small businesses are the primary source of new jobs in Arkansas and that home-growing business must be a part of state economic development strategy.

Higher education, simply by increasing the number of educated citizens in society, makes a powerful contribution to economic development. This effect, however, is indirect and long term. The work of the SBDC connects more directly to embryonic economic activity and with more of an immediate boosting effect than perhaps any other university-based program does. The University should make every effort to strengthen the SBDC. There are both short-term and long-term steps which should be taken.

C. Short-Term Steps

In the short term:

- There should be a planned schedule of more frequent visits to field offices by the director and other SBDC and University officials. Field representatives deserve such shows of interest and support. Moreover, one-person offices are vulnerable to problems which are less worrisome in larger operations. In such visits there should be an accent on how to help the field staff, the front-line people.

- There should be a planned and continuing schedule for taking the SBDC's excellent seminars and workshops to carefully selected sites throughout the state.

- Careful consideration should be given to increasing accessibility to SBDC field staff through a planned, regular circuit-riding program. There are practices in other states which could be instructive. One, for example, works to get its services within a 30-minute drive of everyone in its region once a month. This approach would require support and cooperation from local organizations and newspapers. Since current field staff already have full schedules, the trade-off would need to be carefully weighed.

- Of a different nature, a plan for consistent signage for all field offices should be developed.

D. Long-Term: "Linking People to Research"

In the long run several trail-blazing steps, entirely feasible, should be taken.

In at least one respect the SBDC with its field staff is reminiscent of the early years of the Cooperative Extension Service (CES). The extension agents of the early CES found themselves out responding to problems confronted by farmers for which there was not a knowledge base which had been developed through careful research. Needs out in the field, then, began to drive the curricular and research agenda back in Colleges of Agriculture and Home Economics at the land-grant universities.

In broad terms the Colleges of Agriculture and Home Economics (instruction), the Agricultural Experiment Station (research), and the CES (service) represented a continuum of the three principal roles of universities. The CES did link people to a knowledge base back at the university. The extension agent provided a vital face to face transfer of knowledge. It is revealing that the letterhead of the Cooperative Extension Service noting its 75th anniversary carries the line, "Linking people to research."

While the college and the experiment station have remained closely linked through shared faculty personnel, the CES has tended to become more autonomous. The CES has also been affected by the reduction in agriculture's population base from 33 percent 75 years ago to 3 percent today, with a massive shift from family farms to big agriculture. The instructional programs developed on campus and the research programs of the experiment station are now much less responsive than in an earlier day to issues encountered by extension personnel in the field.

A three-paragraph summary of any organization which has been national in scope and been in existence for 75 years is oversimplified, and analogies will not be perfect. Yet analogies involving such complex experience can still be instructive. In a free country entrepreneurs are today, and are likely always to be, everywhere. The small businesses which entrepreneurs start are, like the family farm, a source of jobs and contribute to a wider economic well-being. Enhancing their success--their survival rates and productivity--helps everyone. This is most effectively done through a face-to-face extension service, which helps to transfer knowledge developed through careful research.

The face-to-face link is important, and we have in our SBDC a field system of extension agents to transfer helpful knowledge to entrepreneurs who need it. The field staff, however, lacks the support of campus-based instructional and research programs. Field staff are out on their own, largely relying on their own experience and resourcefulness.

Several steps ought to be taken with a view to the long-run.

- The campus should consider the feasibility of initiating an academic department focused on entrepreneurship and small business. This is not a non-existent field of study, but it deserves development into an autonomous discipline, with its own curriculum and faculty research agenda. The issues confronted in SBDC field offices ought to have a major impact on the research agenda back on campus. The knowledge base would be expanded through research, and field staff would help to transfer that knowledge to those who would need and use it--thus linking people and research.

- The agenda of existing research personnel in the proposed Research Group in the Economic Development Institute should be driven in part by the needs of SBDC field staff. This will require procedures and mechanisms for defining those needs. Further, research staff ought to give high priority to responding to any ad hoc request for assistance from SBDC field office personnel.

- In order to achieve a more effective relationship, there ought to be a systematic plan for research personnel to spend time out in the field periodically, perhaps two weeks or more at a time.

- Along with the development of the academic discipline, there should be a program to prepare professionals for the field. The personnel structure, including rates of pay, would need to accord significant status to field positions.

Two final comments are in order, the first a cautionary one.

- The field representatives already have a full quota of work and are productive. We should be careful not to interfere with their ability to continue to do their jobs, whatever steps might be taken to strengthen and expand the SBDC.

- In some states SBDC's include a technology focus in their activities. We ought to consider whether that would be desirable and feasible in Arkansas. The Arkansas Science and Technology Authority is providing leadership in this area, and the SBDC might be able to play a larger role in assisting technology-oriented firms. In this connection, the interest expressed by the SBDC and the College of Science and Engineering Technology in jointly operating a technology-oriented business incubator is commendable.

E. The Rare Opportunity

Many institutions of higher education have talked about a field system through which to deliver from the campus base one or another service to people far removed from the campus. We have essentially the opposite of the usual problem. There is a field system in place, but back on campus we have little of the relevant curriculum or research programs in place. As noted, this is reminiscent of the early Cooperative Extension Service. The pieces missing--curriculum and research--are the pieces contemporary universities are most accustomed to providing. There is, therefore, a rare opportunity to develop an integrated set of teaching, research, and public service functions in an area of significant state and national interest.

VII. INSTITUTE OF GOVERNMENT

Good government does not happen by accident and well-informed public policy is more likely to be formulated when decision makers have the benefit of professional non-partisan research. The need for sufficient and sound information and objective analysis is expanding as government in Arkansas grows in complexity and size.

- Seventy-five counties elect 1,761 courthouse officials and 2,500 city officials.
- State government's merit system now employs approximately 18,000 staff.
- Another 17,000 persons are employed in independent state agencies (e.g., the Arkansas Highway and Transportation Department) and colleges and universities.
- In 1987-88 state government revenues totaled $3,554,000,000 (including Federal dollars) and expenditures totalled $3,448,000,000.
- State, municipal, and county officials and staff now number 21,000 in the four-county Little Rock metropolitan region.
- Spending by county and city agencies in the metropolitan area of Little Rock now exceeds $200 million annually.

In addition to providing information and research, if we want to improve the quality of government services in Arkansas, we must also enhance the professional qualifications and performance of government officials and employees.

A. Recommendation

An important conclusion and third recommendation of this study is that the Department of Public Administration, the Division of Governmental Studies, and the Center for Arkansas Initiatives should be combined to become the core of an Institute of Government which should be expanded and aggressively developed over a period of years. The Science Information Liaison Office (SILO) and the Arkansas Public Administration Consortium (APAC) would be affiliated with the Institute of Government.

This effort would build on an existing institutional strength and would respond to a significant state need. My recommendation is that we initiate the institute, effective July 1, 1990, and that the Chancellor establish a task force with the assignment of preparing a design, with a five or ten year plan for realizing it.

B. Institute of Government Concept

The Institute of Government concept is not a new one. University Institutes of Government exist in a number of other states--North Carolina, Georgia, and New York, for example. Although there are variations in their approaches and agendas, they typically are devoted to improving public policy making and public administration.

- Through public policy research, they assist public officials not only by addressing immediate policy issues but also by offering studies with a longer time horizon than busy policy makers can often achieve. Local government reorganization studies are common. Information and research findings are distributed through publications programs.

- Through in-service training and technical assistance programs, they assist public officials and employees carry out the people's business more effectively. Examples are certification programs for selected groups of office holders, financial management training, personnel management training, and short institutes to inform selected groups of officials of new laws and programs and how to administer them.

- It is important to note that university Institutes of Government are nonpartisan and non-advocacy organizations. They manage data, provide information and analysis, and conduct research. They identify and clarify alternatives. They enable decision makers to make better decisions. But the actual choosing of a course of action or advocacy and adoption of a specific public policy option is left to responsible public officials.

Thus UALR would not have to re-invent the wheel. We could build on our own experiences and also adapt to our purposes the relevant experiences of other states.

C. Existing Services

Applied research and training units now located at UALR already provide critically needed support to the state's public policy network. State agencies routinely engage UALR's Division of Governmental Studies (DGS) to collect and analyze information for purposes of policy evaluation and development.

- Through the years most of the agencies in the Governor's Cabinet--for example, Human Services, Pollution Control and Ecology, AIDC, Parks and Tourism, Health Department, and Education--have requested in-depth research. Property tax reform, education reform, water quality, industrial development policies, and AIDS education strategies have been among the issues studied.

- City and county governments have often requested UALR analysts to examine their management structures, budgets, taxation systems, and service delivery issues.

- UALR also is the coordinating campus of the state's only government manager training program. Organized as a multi-campus effort with UAF and ASU, the Arkansas Public Administration Consortium (APAC) delivers professional-level institutes and seminars to state government executives, mayors, county officers, and managers of non-profit associations.

- Since its inception in 1985, APAC has graduated more than 300 government managers from its multi-seminar curriculum.

- Twenty-nine state agencies have top and mid-level staff who have completed APAC's Certified Public Manager curriculum.

D. Three Units Combined

The presence of the Department of Public Administration, the Division of Governmental Studies, and the Center for Arkansas Initiatives offers a rare opportunity to launch for Arkansas an Institute of Government by combining the three units. They include individuals with excellent and complementary education and experience in public policy and administration.

- The Department of Public Administration, which offers the Master of Public Administration (and no undergraduate degree), has had a role in launching and overseeing APAC, with its public manager training program and a graduate internship program. Departmental personnel enjoy a relationship of mutual respect with a number of important legislative and agency officials.

- This approach--combining the three units--would provide a most promising framework for integrating teaching, research, and public service functions in an area of great state need. Public administration faculty also have the virtue of appreciating the interdisciplinary nature of problems faced by government. They are congenial to interdisciplinary responses.

- It is possible that the roles of personnel in the units involved can be redefined so that some persons now on the faculty can take a hand in the responsibilities the Division of Governmental Studies has been carrying out, and vice versa. In any event, discussion will be needed in order to determine the most effective and comfortable assignment of roles.

- For future hires, the opportunity to be part of both an MPA program and an Institute of Government should be attractive in connection with some positions.

- Having a common head could represent an important step toward a faculty reward structure congenial to bonafide public service activities. It could also facilitate faculty respect of personnel with a mix of credentials as well as faculty understanding that a public service unit has to provide data and analysis often on short deadlines and does not often have a captive audience for its seminars and conferences.

An early objective should be to reduce the dependency on soft money, particularly survey research by contract, of the personnel in the Division of Governmental Studies.

E. Task Force Agenda

The task force responsible for drawing up the plan for the development of the Institute of Government should include persons from both on and off campus, including representatives of various groups and associations of governmental officials.

Early in its work the task force should conduct, or cause to be conducted, a careful assessment of needs, after which the specific emphases and programs of the Institute could be determined on an informed basis.

- The needs assessment should be the first exemplary project of Institute personnel. Review of literature, focus groups, interviews--the appropriate methods, whatever they are--should be used to determine training and technical assistance needs. (To illustrate the nature of the problem, someone would need to develop a good definition of the job of a particular category of public officials before Institute personnel could devise an effective training program for them.)

- There is a similar, early need to determine the public policy research agenda appropriate for the Institute. Once this broad determination has been reached, then appropriate choices can be made on areas for short-term and long-term research projects.

- Short-term projects will usually be undertaken in response to specific requests.
- There ought to be a longer-term, unhurried agenda which anticipates and illuminates a few selected issues of broad importance to Arkansas. Again, there are various ways such an agenda can be determined. The point here is that even the determination of issues to be studied ought to be a studied decision.

In regard to training and technical assistance, one of the challenges is that the need is great in county and municipal governments, but the demand is not. RAPS units have in previous years developed and offered a number of such programs, with disappointing enrollments.

- One impediment is the lack of money to support travel and other expenses involved in such professional development programs for county and municipal officials.
- Another is the difficulty presented by the absence of a key employee from an office with a small staff and heavy workload.
- To encourage participation, perhaps we could take greater advantage of the pride many people feel in receiving and displaying a certificate for completion of a university-sponsored program. In any event, the task force will need to address this important question.

As noted elsewhere in connection with the Economic Development Institute, top level administrators of the University would need to give clear approval and support to the Institute of Government. Because it, too, would need to work closely with sizable governmental agencies, University officials would have to be willing to invest time in it to help assure its success.

VIII. CONTINUING EDUCATION

Many colleges and universities have been offering their regular credit courses at off campus sites for a number of years--long enough that this extension activity is familiar and very nearly qualifies as traditional. More recently they have begun to offer non-credit courses on a wide variety of subjects for personal enrichment or professional development.

Sometimes the sites are not very distant from the campus, particularly if the campus is located in a metropolitan area, as is UALR. Sometimes they are quite distant from the campus, and may even involve a full degree program. The University of Arkansas at Fayetteville, for example, has offered the Master of Education degree in Little Rock, Pine Bluff, and elsewhere in Arkansas.

Such programs are for the purpose of providing increased access to educational opportunities. These programs are generally referred to as continuing education programs, although in recent years other terms have also become common.

The name of UALR's division of continuing education is Center for Life-Long Education and Professional Development. The Center for Life-Long Education and Professional Development more than other units within RAPS works with academic units across campus, particularly in connection with off-campus credit offerings.

A Recommendation

My recommendation regarding this part of RAPS is that the Management Education Program and the Labor Education Program be made a part of the Economic Development Institute within the College of Business Administration; that the Arkansas Public Administration Consortium be made a part of the Institute of Government within the College of Professional and Public

Affairs; and that the Off-Campus Credit Program, the Non-Credit Program, the Great Decisions Program, and the Arkansas Child Care Resource Center remain together as a Division under the Provost, at least for an interim while further study occurs, conducted by a task force appointed by the Chancellor.

B. The Management Education Program

Basic information on the Management Education Program (MEP) was given earlier. This is a well established program with a definite niche in the market.

The MEP's 30-year relationship with the Arkansas State Chamber of Commerce/Associated Industries of Arkansas (ASCC/AIA), which provides office space to some MEP personnel, has been mutually beneficial.

- The MEP has touched communities outside metropolitan Little Rock more than most RAPS programs. In the metropolitan area there is an ample supply of professional management trainers and consultants for most purposes. Such is not the case in most parts of the state. In a small town, a new plant's coming or an existing plant's closing can have enormous effects on the whole community. Accordingly, MEP efforts which improve the management capability of manufacturing firms in such areas are especially commendable.

- The MEP would fit the College of Business Administration well. Outsiders often assume that it is a part of the College.

- The MEP illustrates well that the personnel of a separately organized public service unit will be somewhat different from that of an academic department. The MEP needs personnel with sufficient academic preparation to provide up to date access to the applicable knowledge-base resulting from research. At the same, experience in business and industry is also important. Sometimes, this combination may be achieved in one person, at other times in a combination of permanent and adjunct staff, including faculty.

- The Small Business Development Center also conducts a number of conferences, workshops, and seminars with a management orientation. To date, there does not appear to have been duplication of effort or conflict between such SBDC programs and the MEP. The two are targeted on different markets. We should, however, be alert to the relationship of the two and the possible need for coordination.

- I would suggest that over the next year or two the director of the MEP program and ASCC/AIA officials review the content of MEP offerings in light of contemporary needs of Arkansas business and industry, which might first have to be assessed. The results could re-confirm the present focus and content or could lead to beneficial revisions.

C. Labor Education Program

The Labor Education Program (LEP) was established as a result of gubernatorial and legislative action in 1973. The LEP works closely with the State AFL-CIO, and this has been mutually beneficial.

The labor education specialists in the LEP provide information and training to workers, usually with the cooperation and assistance of unions, dealing with steward training, preparation for negotiations and collective bargaining, labor law, labor history, officer training, arbitration, and sometimes with other matters such as new technology and time studies. These workshops and seminars typically are offered on evenings and weekends. The LEP has also conducted some research on matters important to workers in Arkansas.

- The LEP enjoys the enviable status of being one of a kind in Arkansas. Its market niche is not shared with any other campus or organization. Duplication is not an issue.

- In recent years the LEP has had significant success in winning sizable Federal grants. These have resulted in attention to health and safety issues which had not previously been given major attention.

- Successful LEP grant proposals have been submitted in concert with other UALR units and with other campuses, including out of state campuses. These initiatives are commendable. Caution is in order, however, in regard to such soft money, which can divert an organization from its most important goals and can invite future budget problems.

- This program does its work throughout Arkansas although the current resource base limits the LEP's capability to meet the demand at sites distant from Little Rock.

- Because management and labor are tightly coupled in the operations of business and industry, labor education programs are often found within colleges of business. This seems appropriate at UALR. The College of Professional and Public Affairs represents an option which in some respects might be more congenial to labor education than the College of Business Administration. On balance, however, the fit seems better with the latter.

- The Directory of the University and College Labor Education Association lists some 50 institutions as members. A number of those institutions have departments of labor studies which offer undergraduate or graduate degrees. Examples are San Francisco State University, Pennsylvania State University, University of Massachusetts-Amherst, and Eastern Michigan University. At some future date it would be appropriate to consider whether UALR should initiate a degree program in labor studies.

D. Off-Campus Credit and Non-Credit Programs

These programs have not been a primary focus of this review of RAPS. (Nor has the Arkansas Child Care Resource Center been looked at in detail.) However, selected conclusions are in order.

- Our metropolitan location gives UALR an opportunity not enjoyed by many universities.

- The off-campus credit and non-credit programs have been quite successful and have considerable potential for growth, which ought to be a goal.

- Facilities are an issue. Presently a number of credit offerings are scheduled off-campus through Life-Long Education because classrooms are not available on campus. At the same time, dependable access to suitable facilities off campus is essential if more credit offerings are to be made available on a systematic basis throughout the metropolitan area.

- State Board of Higher Education policies--on funding recognition for off-campus student semester credit hours--is a key to expansion. The policy has been liberalized a bit, commencing with the 1991-1993 biennium, and this will help. But further change is needed and should be sought.

- Institutional policies affecting off-campus credit and non-credit programs need to be reviewed with an eye to identifying impediments to growth.

- It may now be time to decentralize important aspects of continuing education. I am of the view that there will remain a need for a central campus office for coordination and quality control during the foreseeable future. A the same time, I believe that increasing responsibility at the college/school level, coupled with a sharing of the resources generated by such programs, would result in more responsive and expanded programs.

Given the preceding observations, it would make sense to ask an appropriate group to make a thorough review of this area, followed with advice and recommendations regarding steps which would strengthen these important programs.

E. Observations

All of the programs--off-campus credit, non-credit, Great Decisions, APAC, MEP, and LEP--have as a stated operating principle that they first try to find campus personnel for their programs and seminars before they turn to off-campus people.

- This operating principle is good for the institution and is appropriate.

- It would be desirable for each such unit to make specific efforts--via action plans, in our current planning parlance--to accomplish this objective more fully each year because it may often be easier to use off-campus persons. Program quality should not be sacrificed. Judgment and balance are necessary, thus a thoughtful action plan could be helpful.

The top-to-bottom span of UALR training and development programs targeted on people in business and industry is impressive.

- The College of Business Administration offers the highly regarded Forum series each year which is aimed at executives. The Management Education Program addresses the needs of supervisors and middle management. The Labor Education Program addresses the needs of workers. The Small Business Development Center seminars and workshops are aimed at small business owners, entrepreneurs, and others who aspire to establish a business.

The College of Business Administration has shown an interest in initiating an executive development program beyond the Forum series. Across the nation there are numerous, first rate executive development programs available to business executives. Given this competition, the market would require careful analysis.

The College of Business Administration has been authorized to offer the Executive Master of Business Administration program. The Arkansas market, however, may be slightly on the small side for this innovative program. The feasibility of the EMBA will have to be carefully evaluated before a decision is made to launch it.

IX. OPERATIONAL ISSUES--PRESENT AND FUTURE

A. Faculty and Public Service

The incompletely developed role of public service in higher education, the lack of faculty preparation for it, and the approaches to public service used in universities were discussed in preceding sections. However, public service, particularly in relation to faculty, will during the 1990's be an important issue for UALR. Therefore, it would be useful to note some additional considerations which bear on this issue.

- Despite the fact that applied research has traditionally not been highly valued in Academe, a number of faculty would be good at it with a bit of experience. Such activity would enrich their teaching and normal research efforts.

- Applied research often involves a team effort, which a number of faculty would enjoy. Although it varies from discipline to discipline, many faculty have had little experience in team research.

- For academics, there is a competitive motivation to play the cards close to the vest and to be relatively secretive--in the hope of being the first person to make a discovery or to offer a theory and get it published--in the interest of professional advancement and security.

- In contrast, the public service researcher needs to "leave the idea out on the desk" for others to see, comment upon, and perhaps be inspired by. The research product may be an organizational product. People have to learn to enjoy the team effort and take pride in a team product. They have to accept a research agenda mostly determined by someone else and be flexible and versatile in responding to research assignments.

- Working with a separately organized unit may be beneficial to a faculty member in a number of ways. Ideas and concepts can be given reality tests, which enriches both teaching and research. A network of professional contacts may be established which can be helpful to the faculty member as well as his/her students. Sometimes the unit may be able to compensate a faculty member indirectly by providing typing or editing services, travel, an office, supplies, or equipment.

- Separately organized public service units should not be seen as vehicles for providing faculty summer appointments for their own research. Such units have their own responsibilities, which must be primary. Their schedules are not always predictable and do not coincide neatly with the academic calendar.

- The faculty recognition and reward system is, long-term, a key to university performance of the public service role. Criteria for promotion, tenure, and pay increments must give greater weight to public service. Faculty reward systems are both campus based and discipline (national) based.

- It would be unrealistic to expect all members of a university faculty to be active in public service. Their teaching and research responsibilities may not permit it. Further, the opportunities for some will be spasmodic. However, they should be ready to assist when specifically needed, with their involvement brokered, arranged, and cleared by the Dean's office.

- For public service to be credible with faculty and administrators, ways and means must be devised for evaluating the quality and determining the significance of public service activities.

- A multi-campus approach appears necessary. A single campus might successfully revise its institutional policies, procedures, and practices so as to facilitate and reward faculty for public service. That would be fine for a faculty member until he or she wanted to move to another university where more traditional norms probably would prevail. Faculty should have the option of a national career path on which they can advance by moving through a series of positions at two or more universities.

- This dilemma just noted could be avoided by organized and concerted action by some national groups of universities--such as all metropolitan universities or all AASCU institutions--to accept some common definitions and standards for public service by faculty. Then faculty who had achieved and been rewarded for excellence in public service at one university would not be at a disadvantage when seeking to move to positions at other recognized institutions.
- To achieve the kinds of changes noted in this section, both on and beyond the campus, will require active leadership from the central administration of the campus in cooperation with faculty leaders.

B. Responsibility for Academic Unit/Public Service Unit Cooperation

I have been wrong. Through the years that I have been provost, I have exhorted RAPS personnel to show more initiative in working with and in establishing relationships with the academic departments. I have faulted them for a lack of commitment to this goal. I now recognize that this was unfair.

- It is not a simple task for either to accomplish, but the advantage is on the side of the academics. There is an inequality in status which favors the academics. Further, as discussed elsewhere in this paper, there are a number of impediments to faculty participation in public service, and an overture from a division such as RAPS does not remove them. That requires the leadership of deans and chairs. In the future I shall direct most of my exhortations elsewhere. The greater burden of responsibility probably lies with the provost and deans.
- Professionals in public service units, however, need always to seek available expertise on campus which will enable them to do their jobs better.

- As remarked elsewhere in this paper, when a unit has to recruit others to carry out its responsibilities, for example in non-credit continuing education, it should first look to campus personnel before turning elsewhere.

C. Determining the Agenda of Public Service Units

The observations offered under this heading provide background for clarifying the agenda or directions which are proper to a public service unit of the University. (There is a related set of comments under the heading "Charging for Services and Products.")

- The accent is on public service, and the broader the public served the better.

- When research is provided, it should be nonpartisan and as objective as possible.

- As a general proposition, large multi-purpose units (such as RAPS has been) usually end up with more purposes than resources to accomplish those purposes.

- Sometimes in dealing with the issue of agenda and direction, we are influenced more by what we want to do rather than by what someone out there needs or wants from us. We need driven agendas--agendas driven by specific demands and needs of groups (consumers in a sense) whom it is appropriate for the University to serve.

- If a constituency determines the agenda, then there is someone (the constituents served) who can evaluate the quality and effectiveness of the service provided.

- RAPS in general and RAPS research personnel in particular have had some difficulty in deciding on a proper focus. There has been a tendency to want to embrace a total community development paradigm, which takes in the whole economic, social, and political waterfront. Community development is broader than economic development, which is broader than industrial development. The recommendation that the research resources be focused more strongly in support of the AIDC and the SBDC's represents a narrowing of focus away from the total paradigm of development. It is very helpful to be aware of the bigger picture with its multiple, interrelated parts. Yet it is necessary to focus energies and resources on a limited and appropriate portion of the whole.

- As an institution of higher education, education is the business we are in.

- It is important to remember that the University, manifested through a variety of programs, approaches, and organizational sub-units, is an enabling and assisting institution, not a direct action agency. Arkansas faces a number of major economic, social, and political problems. As a university we can equip some persons who enroll with us as students to act on and solve those problems. We can provide crucial data and analyses to decision makers; but our role in decision making should be secondary, not primary. In all these instances the University is enabling and assisting others, who are responsible for choosing and implementing solutions to problems.

D. Charging for Services and Products

In regard to the issue of whether or not to charge for services or products, a few broad principles should guide the agendas of all public service units discussed in this paper. These individual units should further spell out the boundaries within which they operate with lists of things they do and things they do not do, taking into account their official missions as well as resources available. Finally there should be an identification of services or products, if any, for which charges will be assessed.

- Again, the accent is on public service, and the broader the public served the better.

- There should seldom be a charge for routine services to public officials or agencies. The professional and clerical time and fringe benefits and overhead expenses are already publicly funded. It could be appropriate to charge for non-routine travel and printing and similar costs.

- One would assume that the public's business would require most of the attention and resources of public service units, leaving little room for private clients. Should service be provided, however, it is reasonable to recover costs otherwise paid for by public funds. For example, it would be appropriate to charge private interests for publications and photocopies, such as copies of census printouts. But these present threshold questions which need to be answered for each area. Small charges, or charges for a limited number of items, can be more trouble than they are worth. Also, free distribution to private interests of some items can be intended and can serve important goals.

- "Contract work" often has the disadvantage of being shared with only one client, when the University should endeavor to serve a broader public purpose in its research.

- A public (tax supported) university should not compete with private firms for private contracts. Such would reasonably be viewed as unfair competition because the university is publicly subsidized. Not having to recoup all overhead expenses, the university will be able to under-bid private firms. The General Assembly in 1955 created IREC as a public service entity, not an entity to bid against private companies and do contract work.

- On occasion, however, the university's Economic Development Institute and the Institute of Government could legitimately bid their services to other public agencies. The rationale is simple: If one public organization can provide a needed service, e.g., a research project, to another at a lower cost than would otherwise be available, then it is the taxpayers, who fund both, who are the winners. This rationale is already reflected in the official state form -- Form J-1 -- used to justify professional/consultant services. The form's second question is, "Were agency employees or other State agencies considered for these services? If not, why?"

Judgment is necessary in these matters. What is important is that each unit thoughtfully develop and propose a list of do's and don'ts and of things which will be provided at no cost and those for which there normally will be charges.

E. Soft Money

Soft money is that which comes from grants or contracts instead of from the University's regular budget, which is called hard money.

- Grants and contracts can be advantageous when they make it possible for an organization to carry out its mission more effectively.

- They are disadvantageous when they do not square well with an organization's mission or when they come to be seen as essential to the maintenance of the organization.

- When a dependency on them has been developed, what happens is that the organization will seek dollars from whatever grants or contracts might be won, without much concern for whether they are consistent with the organization's mission. Dollars become more important than purpose, and this is not surprising since jobs of employees ride on soft money.

- There is in the current RAPS research units a greater than desirable dependency on soft dollars. This situation cannot be changed immediately, but over time it should be corrected.

- An important operating premise in regard to grants and contracts is that commitments should not be made beyond the dollars available in grants and contracts or reserves which may exist to back-stop them.

- Another operating premise is that persons appointed to soft money positions should be fully informed of the nature and implication of the funding of the positions.

- It appears that, historically, one consequence of seeking and accepting grants was to shift IREC's focus, at least partially, from a state agenda to a Federal agenda. In some instances state and Federal agendas have completely coincided, for example in the small business development program, but sometimes they have not.

F. Internal Policy and Procedure Review

In the course of this review of RAPS I have become aware of four areas in which clear policies need to be developed. These should receive attention in the coming months.

- All contacts with public officials and other VIP's need to be centrally coordinated. Correspondence from such persons, both incoming and outgoing, should also be centrally reviewed. (Ad interim, the current center directors should perform this function and bring questions to the provost's attention at their discretion.)

- An effort needs to be made, with the assistance of the Office of Human Resources Development, to identify appropriate position titles for professional staff and use them consistently so as to provide career paths for staff.

- Publications, reports, and other products going out from the organization need review and double-checking through appropriate quality-control mechanisms. (A number of these are already in place.)

- University policies on consulting and conflict of interest need either to be revised or to be officially interpreted in regard to public service units. This issue has received attention within RAPS in recent years, but it needs further attention.

G. Tenure for Public Service Personnel

Whether professional staff in public service units should be able to achieve tenure, as do faculty, is an issue which will need to receive careful consideration. I am not prepared at this point to make a recommendation. A few observations are in order.

- The First Amendment protects freedom of speech for every American, whether one has tenure or not.

- Those who argue for tenure for public service personnel usually do it on pragmatic grounds. That is, one can hire better qualified people if tenure is possible in the position. For faculty, the traditional rationale for tenure has been that it is crucial to the protection of academic freedom.

- Those who argue against tenure for public service personnel usually do so on the grounds that the role of faculty is more sensitive in instruction and more personal in research than is that of the public service professional. The latter, in this line of reasoning, has taken a job in which the organization assigns projects and is responsible for the research report or for technical assistance, not the individual researcher. Therefore, academic freedom, for the individual, is not at stake.

University of Arkansas Board of Trustees Policy 405.1 is not entirely clear on the matter.

- Tenure is limited to faculty among university employees, but there are some non-teaching titles (e.g., Librarian, Curator) which carry faculty rank and tenure eligibility. For the Cooperative Extension Service, the title "Extension Specialist" also carries faculty rank, but a note states that for the Cooperative Extension Service, "Academic rank will be granted only if the individual is appointed in an academic unit."

- Board Policy 405.1 also includes this language which may be pertinent: "Only full-time faculty with the ranks of assistant professor, associate professor, professor, university professor, and distinguished professor are eligible to be awarded tenure. . . . Other administrators and staff whose primary duties do not involve teaching regularly-scheduled credit-hour courses, but who occasionally teach courses are not eligible for tenure and do not acquire credit for service toward tenure for such teaching activities."

- In both IREC and RAPS there have been persons with appointments in academic departments who were on tenure track. A question which has arisen is, should the same criteria apply to them as to full-time faculty in the department. Should a distinction be made between campus-based classroom faculty and field-based extension faculty who more often work one-on-one for knowledge or technology transfer? There is a reasonable argument on both sides of this question.

H. What Name or Names?

There is substantial sentiment within RAPS that the name should be changed.

- The current name seems to identify functions--research and public service--rather than an organizational unit. Moreover, people in other campus units outside RAPS engage in research and public service and have not liked the name on this account.

- The major units discussed in the section on recommendations were, for purposes of this paper, given generic names--Economic Development Institute, Small Business Development Center, Institute of Government, and Continuing Education. While these seem appropriate and clear, there could be better choices for any and all of them. Interested persons are encouraged to submit other possible names for consideration.

- The Economic Development Institute is not identical to the earlier Industrial Research and Extension Center but does resemble it. The earlier name could be resumed, with whatever advantages or disadvantages go with it.

- Any of these major units could properly be the object of a naming endowment gift.

I. Marketing the Organization

A number of RAPS personnel feel that RAPS in general and their respective units within it have not been adequately marketed. RAPS, they have said, is Arkansas' best kept secret. At the same time, every unit feels pushed to the limits of its capacity and is wary of any advertising which would bring more demands for its services. This apparent paradox reflects a pride in one's work which is pleasing. It also suggests that the issue is recognition, not marketing.

- The primary purpose of a public service unit is to serve the people of Arkansas, not to make UALR look good. If the services provided are relevant and of quality, there will be demand for them, and marketing can be left to the guidance of the central administration.

- The frustration noted above may also reveal some confusion about marketing organizations versus marketing products. The analogy may not be perfect, but it appears to me that manufacturers mostly market their product, not their company. They want to sell Chevrolets, not General Motors; or light bulbs, not General Electric. The consumer is more interested in the product than in the company.

- A related concern has been that other organizations with which we cooperate sometimes do not give us proper credit for our contribution to the combined effort. This is probably a well-based complaint which we should rise above, because it is a reality that other organizations will like cooperative arrangements with us in which we help them look good.

- In any event, a well-written and attractively printed annual report could be very appropriate and useful for a university unit with a significant external constituency.

J. Space and Facilities

Presently, except for the SBDC which is located downtown in the Technology Center, RAPS units are located on the fifth floor of the Ottenheimer Library.

- My recommendation is that, organizational changes notwithstanding, the units on the fifth floor remain there, for two reasons. First, there is great advantage in co-location even if they become parts of other University units. They all have access there, for example, to the RAPS Library and the State Data Center. Second, there is no space available anywhere else on campus.

- In time these units will have to vacate the fifth floor. Growth of collections and activities of Ottenheimer Library will demand it.
- The ideal solution which should be sought for the long term is a location on the perimeter of campus. This would make such units accessible to their off campus constituencies. Indeed, this would make it easy for such units to face both outward to their constituencies and inward to the campus. The SBDC should be included in such an arrangement.

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